



TRANSPORTATION POLICY ALTERNATIVES COMMITTEE

January 25, 2013

Metro Regional Center, Council Chamber

MEMBERS PRESENT

Karen Buehrig  
Steve Entenman  
Adrian Esteban  
Carol Gossett  
Nancy Kraushaar  
Katherine Kelly  
Heather McCarey  
Margaret Middleton  
Dave Nordberg  
Cora Potter  
Satvinder Sandhu  
Jeff Swanson

AFFILIATION

Clackamas County  
Community Representative  
Community Representative  
Community Representative  
City of Wilsonville Representing Cities of Clackamas Co.  
City of Gresham, Representing Cities of Multnomah Co.  
Community Representative  
City of Beaverton, Representing Cities of Washington Co.  
Oregon Department of Environmental Quality  
Community Representative  
Federal Highway Administration  
Community Representative

MEMBERS EXCUSED

Andy Back  
Mike Clark  
Elissa Gertler, Chair  
Scott King  
Alan Lehto  
Dean Lookingbill  
Karen Schilling  
Paul Smith  
Rian Windsheimer

AFFILIATION

Washington County  
Washington State Department of Transportation  
Metro  
Port of Portland  
TriMet  
Southwest Washington Regional Transportation Committee  
Multnomah County  
City of Portland  
Oregon Department of Transportation

ALTERNATES PRESENT

Ken Burgstahler  
Clark Berry  
Kelly Brooks  
Lynda David  
Courtney Duke  
Phil Healy  
Eric Hesse  
Joanna Valencia

AFFILIATION

Washington State Department of Transportation  
Washington County  
Oregon Department of Transportation  
Southwest Washington Regional Transportation Committee  
City of Portland  
Port of Portland  
TriMet  
Multnomah County

STAFF: Ted Leybold, Kelsey Newell, Evan Landman, Deena Platman, John Mermin, Brian Monberg, Chris Deffebach, Ramona Perrault, Josh Naramore

## **1. CALL TO ORDER AND DECLARATION OF A QUORUM**

Ms. Chris Deffebach of Metro chaired the meeting in the absence of Chair Elissa Gertler. She called the meeting to order at 9:34 A.M. and declared a quorum.

## **2. COMMENTS FROM THE CHAIR AND COMMITTEE MEMBERS**

Mr. Ted Leybold of Metro updated the group on the upcoming JPACT STIP recommendations. Other than discussion, JPACT has not taken action on the 150% list, but there is still a possibility that JPACT may weigh in as a group during the 100% list.

Mr. John Mermin of Metro provided information on the final list of RTP amendment requests. A full list of these projects is available in the memo included as a supplemental item to the meeting packet. Mr. Mermin walked through the projects and noted that Metro had concerns with one of the three ODOT requests and was working through those issues with them. Preparations for air quality modeling and analysis are underway. Once modeling and analysis is complete, a public comment period will be held from February 22 until April 8. TPAC will be asked for a recommendation at the April 26 meeting. Ms. Kelly Brooks of ODOT described the changes to the 2016-18 STIP criteria. Unlike in previous iterations, there are no hard criteria since they are pulling from so many funding sources. A copy of a letter from Pat Egan to Bill Wyatt that explains the background of the process will be forwarded to TPAC members

## **3. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS**

Mr. Ron Swaren shared photos of double-decker buses used by transit agencies in Everett, Washington and Ottawa, Canada. He suggested that this type of bus could be used as a flexible, lower-cost alternative for mass transit in suburban areas. Mr. Swaren mentioned that he had spoken with the director of the Snohomish County transit agency about coming to Portland to give a talk on double-decker buses.

## **4. CONSIDERATION OF THE TPAC MINUTES FOR JANUARY 4, 2013**

**MOTION:** Ms. Katherine Kelly moved and Mr. Jeff Swanson seconded to approve the minutes for January 4, 2013, with no corrections.

**ACTION:** With all in favor, motion passed.

## **5. Proposed Transportation Control Measure Substitution Strategies and Substitution Options – DISCUSSION AND APPROVAL**

Mr. Ted Leybold of Metro introduced Mr. Dave Nordberg of the Oregon Department of Environmental Quality (DEQ) to lead the discussion and answer questions on the different options to ensure that the region stays in conformity with EPA carbon monoxide regulations.

In the 1970s and 1980s, the Portland metropolitan region violated EPA air quality standards for carbon monoxide. DEQ led a process to comply with regulations, which included control measures on sectors like transportation, land use and industry. Part of that plan was the creation

of these TCMs. Over two ten-year maintenance plans, the region has had to demonstrate to EPA that it was in compliance with the following TCM requirements:

- Maintain increasing transit service (+1% per year)
- Add 28 miles of bike lands over the lifetime of the regulations
- Built 9 miles of sidewalk more than otherwise required

Due to the recession and resulting financial constraints placed upon TriMet, it is projected that the five-year rolling average of service hours will increase only .8% this year. If this prediction is accurate, the region will enter a state of nonconformity with the transit TCM for which penalties may be imposed. In the worst case, federal transportation funds could be suspended. More likely, the region would have to demonstrate that the TCMs had been given maximum priority through direction of additional funds to TriMet. DEQ has identified three responses to this issue: wait until September to determine whether noncompliance actually happens; reallocate funding within the MTIP and put more money into transit; or, do a substitution process with the three Transportation Control Measures (TCMs).

Mr. Nordberg asked TPAC provide direction or approval to pursue the TCM substitution process.

The memo included in the meeting packet describes four proposed substitutions:

- Combine the three investment-based TCMs into one, where success would be gauged based on having a combination of the three that achieves 417 lbs of carbon monoxide reduction per day. Depending upon how the new TCM was written, it could continue, change or remove the minimum levels of investment in transit, bicycle and pedestrian infrastructure in the current TCMs.
- Change the averaging period from five years to a time frame that brings the region back into conformity.
- Rebalance the individual targets to reflect the region's overachievement in building bike infrastructure, diminishing the amount of transit investment required.
- Other ideas.

Mr. Nordberg encouraged committee members to contact him with ideas or input for the substitution process.

TPAC member discussion included:

- TPAC members discussed whether improved vehicle emissions standards and technology could be applied to the region's air quality conformity measures. Mr. Nordberg explained that the projected tightening of emission requirements is something that could be explored. The current TCMs are calculated to remove 417 lbs of carbon monoxide per day, so other measures could be considered to supplement the three current TCMs so long as the new package of emission reduction achieved that standard of emissions reduction.
- Members questioned whether efforts undertaken as part of public-private partnerships could be incorporated into the TCMs. There is nothing specifically involving PPPs at this point, but any measures that would create these reductions would be considered.
- TPAC members emphasized that this is not an issue that can afford to be put off and the substitution strategy be pursued.

## **6. Least Cost Planning Tool: Mosaic (Phase 3) – INFORMATION**

Mr. Robert Maestre of ODOT and Mr. Sam Seskin of CH2MHill presented on Mosaic, the web-based least cost planning tool developed by ODOT at the direction of the legislature. Least cost planning is an approach which seeks to find the most cost-effective solutions to problems by assessing the alternatives early.

Mosaic allows users to evaluate and compare the impacts of various decisions made at the planning level. It cannot be used at the project level, though it could be modified for large-scale project use in the future. Results are delivered both as a benefit-cost analysis and as a set of numbers related to other indicators defined by stakeholders. Mr. Maestre suggested that Mosaic could be very useful in conducting benefit-cost analyses for TIGER grants.

Mosaic is a web-based tool, and the majority of what people need to use the tool is available online. Much of the benefit-cost analysis elements of Mosaic are drawn from travel demand modeling, but to use the tool, information from other models, collected data, and public involvement and feedback are important to set parameters for evaluating different policy options. Users can bundle actions together: for example, a package of strategies focused on regional freight could be directly compared to a bundle focused on health and livability. A suite of 35 interconnected spreadsheets handle data analysis. In many respects, Mosaic is state of the practice, and is unique in trying to bring together a cost-benefit analysis and values-based analysis using subjective weighting.

In 2013, ODOT and Metro will test Mosaic to verify its processes and outputs. So far, they have found that Mosaic is a very sophisticated tool, but the question is how useful its rich feature set is. In the next few months, a test will be conducted using a fictitious area in the Metro boundary. Mosaic will not be used to test or validate any previous planning work. There is no current intention to mandate the use of Mosaic at any level. A 12-15 person Technical Advisory Committee of staff from different agencies and including TPAC members will be consulted on Mosaic's usefulness. ODOT expects to announce the results of this test by the end of 2013. The project team will update TPAC on the progress on testing and development of Mosaic throughout the year.

Mr. Satvinder Sandhu of FHWA commented that Mosaic could be a useful tool to assess plans in terms of the various goals in the RTP and 2040 growth concept. Doing transportation planning in Oregon means taking into account many factors outside the functionality of the transportation system. The success of Mosaic will be determined by how well it provides answers to the sort of values questions that this approach demands.

## **7. MAP-21 Implementation: Federal Transit Funding Changes and Designation of Region's Special Needs Transit Funding Administrators – INFORMATION AND RECOMMENDATION**

Mr. Ted Leybold of Metro presented on the changes to Special Needs Transit Funding as a result of the implementation of MAP-21. He provided information to frame an upcoming

discussion with TriMet and SMART of whether specific action is required regarding special needs transportation funding.

The following changes to federal programs will affect the region:

- The Alternatives Analysis program has been eliminated. In the future, efforts to develop high capacity transit will rely on local funding sources or other FTA sources.
- The discretionary bus funding program for experimental bus technology has been eliminated and replaced with a program to support bus purchases, available to every agency annually on a formula basis.
- The Job Access Reverse Commute program (JARC) administered by TriMet has been eliminated; the last of those funds are in a grant process right now. These activities can now be funded through the 5307 program, but there is not increased funding to offset the loss of JARC. TriMet is not anticipating continuing to fund JARC programs through 5307, so organizations relying on JARC as a source of funding will experience a transition to no further federal transit funding support for their programs.
- The New Freedom program targeting ADA barriers for people seeking workforce and social integration has been eliminated. These activities can be funded under 5310, the Transportation for Elderly Persons and Persons with Disabilities program, which had funding increased. Additionally, 5310 funds which previously flowed through ODOT will now be administered by an agency to be designated by the Governor. Mr. Leybold suggested that the group discuss TPAC's recommendation for which agencies should receive these funds.

TPAC member discussion included:

- Mr. Eric Hesse of Trimet noted that his agency, CTRAN and SMART has been designated recipients of these funds in the past. TriMet also supplements this federal funding for special needs transit using state funds, and is in discussion with the cities of Forest Grove and Lake Oswego to develop circulators. TriMet's goal is to preserve customer independence while spending less on expensive door-to-door rides. The TriMet board approved its Coordinated Plan for People with Disabilities on January 23.
- Members discussed how rural agencies relate to the changes in the funding structure for special needs transit. The state is also a direct recipient of 5310 FTA funds, and the OTC has \$10 million in flex funds that can be directed towards the program. By a formula including passenger miles, operating costs, number of seniors with disabilities, and other values, the state makes an account available to TriMet to distribute via a discretionary grant program to rural areas.
- TPAC recommended that JPACT take up a resolution asking the Governor to designate TriMet and SMART as the recipients of these funds for the Metro region.

## **8. Transportation Alternatives Funding Administration Transition – INFORMATION AND DISCUSSION**

Mr. Leybold updated the group on the changes to the federal Transportation Alternatives (TA) program. In the past, ODOT administered the use of all TA funds; now, ODOT and Metro will share this responsibility. Metro will now administer half of the TA funds available to the region. Currently, ODOT has the ability to add the lesser of \$150,000 or 25% to TA projects'

budgets to prevent small cost overruns from derailing the entire project. There are several current TA projects whose design and funding were premised on the availability of the additional funds. Mr. Leybold requested feedback from the group on whether under the new TA structure should continue to include this funding cushion.

TPAC member discussion included:

- Members discussed the reasons behind offering TA projects this flexibility. MTIP and STIP funds do not offer additional funds to prevent problems caused by small budget overruns. In the past, the tool has been a useful way of ensuring on-time projects, and was implemented as a response to federal interest in the issue of project delays.
- TPAC members inquired whether ODOT would be continuing this program. The TA funds flow by year, so projects currently eligible for the cushion funds were awarded funding through 2013, but are in the 150% list for 2014-2015. These changes were introduced after ODOT initiated the combination of TE and bike and pedestrian; ODOT has not made a decision on whether to hold money aside for these.
- Members suggested that in the future, Metro administer these funds without the additional flexibility offered by ODOT, but continue to offer it for the projects initiated under the assumption that it would be available.
- TPAC members mentioned that constraining the ability to bridge small funding gaps raises the possibility of half-built projects. If projects get to the point where they can't be built, the federal money allocated for their construction has to be repaid. 25% or \$150,000 can be the difference between a successful project and an unbuilt one.

9. **ADJOURN**

Ms. Deffebach adjourned the meeting at 11:31 A.M.

Respectfully Submitted,



Evan Landman  
Recording Secretary

<b>ITEM</b>	<b>DOCUMENT TYPE</b>	<b>Doc DATE</b>	<b>DOCUMENT DESCRIPTION</b>	<b>DOCUMENT No.</b>
<b>1.0</b>	Handout	1/25	Citizen Communication on Non-Agenda Items card and photos	012513t-01
<b>2.0</b>	Memo	1/25	Final List of 2035 RTP Amendment Requests	012513t-02
<b>5.0</b>	Memo	1/25	Air Quality Conformity/Transportation Control Measures	012513t-03
<b>5.0</b>	Handout	1/25	Attachment A: Proposed TCM Substitutions	012513t-04
<b>5.0</b>	Handout	1/25	Attachment B: Draft Schedule for TCM Substitutions	012513t-05
<b>8.0</b>	Memo	1/23	Administration of the Transportation Alternatives funding program	012513t-06